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State of Wisconsin  
Department of Workforce Development  
Jim Doyle, Governor  
Roberta Gassman, Secretary  
Bill Clingan, Division Administrator

March 15, 2005

To: Chief Local Elected Officials  
Workforce Development Board Chairs  
Workforce Development Board Directors

From: Connie Colussy, Director  
Bureau of Workforce Programs

Re: **2005 WIA Local Plan Guidelines**

Section 118 of the Workforce Investment Act (WIA) requires each local Workforce Development Board to develop and submit a Local Plan in partnership with the appropriate Chief Elected Officials.

Local Area Five Year Plans implemented as of July 1, 2000 expire on June 30, 2005. According to federal directives, states and local areas must have developed and implemented new strategic plans on July 1, 2005, to be eligible to receive WIA funds for administering the One-Stop system and delivering services to its customers.

The Employment and Training Administration, via Training and Employment Guidance Letter (TEGL) 14-04, outlined national strategic priorities and directions for the workforce investment system. The information provided in the TEGL informs not only the development of the WIA State Plan but also impacts the development of the Local Plans requesting information related to the national directions, common measures, and negotiated performance levels.

Please use the attached *Local Plan Guidelines* to develop your Local Plan. The Local Plan is due no later than April 29, 2005. Directions for submittal are included in the guidelines. If you need assistance, contact the Local Program Liaison assigned to your area.

Attachment

cc: Local Program Liaisons  
Dianne Reynolds

# WORKFORCE INVESTMENT ACT

## LOCAL PLAN GUIDELINES

MARCH 2005



Submit Plan To:

Bill Lorenz, Contracts Administrator  
**Division of Workforce Solutions**  
P.O. Box 7972, Room A200  
Madison, Wisconsin 53707  
(608) 261-6314

Submit By:

**April 29, 2005**

# **WORKFORCE INVESTMENT ACT**

## **2005 LOCAL PLAN GUIDELINES**

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## Purpose

The U.S. Department of Labor (DOL) is anticipating the reauthorization of the Workforce Investment Act (WIA) within a two year period, and therefore, is requiring states to submit a plan for only **the first two years of the five year planning cycle** required in WIA. The Department of Workforce Development (DWD) is issuing these *Local Plan Guidelines* to coincide with DOL's requirements for the WIA Title I State Plan. The plans developed as outlined in these *Local Plan Guidelines* are intended to be a partial-version of a more comprehensive Workforce Development Area (WDA) Plan that will be due in fall 2005. The plans developed from these *Local Plan Guidelines* will be incorporated as a portion of the larger plans. Further guidance regarding the more comprehensive plans will be released in the coming months.

Wagner-Peyser and its collaboration with Unemployment Insurance is done at the state level with local and state input. Title I Local Plans and the state Wagner-Peyser and Unemployment Insurance plan will be developed into an overall state plan and submitted to DOL.

These local and state plans require that certain structures, relationships and processes be established that require the involvement of the other mandatory partners under WIA. These guidelines provide a framework for the collaboration of Workforce Development Boards (WDBs), Local Elected Officials, businesses and other partners to continue the development of workforce investment systems that address customer needs, deliver integrated, user-friendly services, and are accountable to the customers and public. These guidelines also incorporate the U.S. DOL's and the state's new strategic direction for a demand-driven workforce investment system that contributes to Wisconsin's goal of ensuring qualified workers for quality jobs.

## Introduction

WIA provides a focus for the development of workforce investment systems which cover the entire WDA. This focus is dependent on thinking and planning strategically and developing a vision of how each area's workforce investment system will look over the next two years. WDBs in partnership with chief elected officials and the State have the responsibility to carry this out.

Broadly, Federal goals for the workforce investment system for this planning cycle include:

- Realizing the reforms envisioned by WIA including:
  - Integrated, seamless service delivery through comprehensive One-Stop Centers
  - A demand-driven workforce system
  - Maximum flexibility in tailoring service delivery and making strategic investment in workforce development activities
  - Customers making informed choices
  - Increased fiscal and performance accountability
  - A youth program focused on out-of-school populations with increased accountability for employment and/or secondary and post-secondary education outcomes
- Incorporating new statutory and regulatory program requirements that have evolved since the passage of WIA, such as priority of service for veterans.
- Providing national strategic priorities in:
  - Implementation of a demand-driven workforce system
  - System reform to eliminate duplicative administrative costs and enable increased training investments
  - Enhanced integration of service delivery through One-Stops

- A refocusing of WIA youth investments on out-of-school populations
- Improved development and delivery of workforce information
- Faith-based and community-based organizations playing an enhanced role in workforce development
- Enhanced use of waivers in WIA
- Reporting against common measures across Federal employment and training programs

WIA provides an opportunity to strengthen existing partnerships and develop new partnerships that will reinvigorate and enhance the workforce investment system. This opportunity should be viewed as a way to go beyond a "business as usual" approach with innovative workforce investment strategies.

The Local Plans are to be based on current and projected needs of the workforce investment system as a whole. The needs of job seekers, incumbent workers, youth and businesses are to be considered in every step of the planning process. It is the responsibility of the WDB to maintain a "big picture" view of the system-wide needs of the workforce development area rather than focusing on programmatic and operational details.

To accomplish the objectives set out by WIA and these plan guidelines, WDBs in consultation with the local elected officials must incorporate broad involvement in the development of the Local Plan. Input needs to be received from a variety of stakeholders and the public at each stage of development. An atmosphere of collaboration and partnership and an emphasis on enhancing the entire system rather than categorical programs is to be the outcome of this planning process. It is the WDB's responsibility to provide the leadership to achieve this goal.

### Requirements for Completing the Plan

The specific elements of the *Local Plan Guidelines* follow local plan content requirements from the Act (Sec. 118(b)) and the Final WIA Regulations (§661.350(a)). To facilitate your understanding of each section and some individual required items, the right hand column on each page of this guide cites specific sections of the Act, the Final Regulations, and any applicable Department of Workforce Development (DWD) policies. Additionally, resources are also identified to provide background and references. Where available, these references are online resources in the soft copy of these guidelines. These references are intended to assist in the development of the local plan. We have also highlighted in grey those parts of the *Guidelines* that give the specific instructions for completing the Plan.

Consistent with the emphasis on broad collaboration and input into plan development, the WIA requires that the WDB make copies of the Local Plan available for public comments in each county in the WDA. The public comment period can occur immediately following the April 29, 2005 deadline for submittal of the plan to DWD. Revisions to the Local Plan (due to public comments) are due to DWD by June 10, 2005.

Public comment, at a minimum, is to consist of the following procedures:

- Copies of the Local Plan made available to the public in each county in the WDA through such things as public hearings and local news media.
- Members of the public and the WDB, including business and labor organizations, have an opportunity to comment on the Plan.
- A thirty (30) day period, immediately following the submission of the Plan to DWD, is allowed for comment from the public.

- The WDB makes information about the Plan available to the public on a regular basis through open meetings.
- Any public comments that express disagreement with the Plan and the WDB's response to those comments are to be submitted to DWD by June 10, 2005.

Each Plan is to follow the format of these guidelines:

- All pages numbered, including attachments
- A table of contents, which identifies the name and page number for each section
- Single spaced, double sided, 11 point font on 8.5 x 11 white paper
- Microsoft Word document
- A maximum of 50 pages, excluding attachments
- Stapled or three-hole punched, not bound

### Submittal Requirements

Submit an original, three hard copies and one copy by email by 4:30 P.M. on April 29, 2005 to:

Bill Lorenz, Contracts Administrator  
Division of Workforce Solutions  
P.O. Box 7972, Room A200  
Madison, Wisconsin 53707  
(608) 261-6314  
[william.lorenz@dwd.state.wi.us](mailto:william.lorenz@dwd.state.wi.us)

### Review and Approval of the Plan

Upon submission, all plans will be reviewed immediately for completeness. If there is a problem, WDBs will be notified within three weeks. The content of plans will be reviewed and approved by June 30, 2005, unless DWD, the Governor's designee, determines in writing:

1. There are deficiencies in local workforce investment activities that have not been addressed;  
or
2. The plan is determined inconsistent with Title I and the regulations of WIA, including required public comment provisions.

### Plan Guideline Revisions

Due to the evolving nature of the WIA, it may become necessary to revise these *Local Plan Guidelines*. The U.S. DOL is scheduled to release the *WIA State Planning Guidance Final Regulations* in late March 2005. Additional information on common performance measures and other policy decisions may also be distributed by DOL.

The Governor's Council on Workforce Investment may also provide further information that may impact these plan guidelines, and there may be other unforeseen factors that impact these guidelines.

There has been no indication from DOL that the due date for the WIA State Plan will be adjusted. Despite these potential revisions, we do not have any flexibility with the April 29, 2005 due date for Local Plans.

## Modification Procedures

Each Local Plan is considered a living document that will need to be modified over the course of the two years. As required in §661.355 of the WIA Final Regulations, DWD, acting on behalf of the Governor, has established procedures for modifying local plans. These requirements are outlined in DWD policy 03-02.

## Key Dates

Local Performance Negotiations Begin .....	2/18/05
<i>Local Plan Guidelines</i> Issued.....	3/15/05
Local Performance Negotiations Due to DWD .....	4/15/05
Local Plans Due.....	4/29/05
Local public comment period begins.....	5/01/05
WIA State Plan Due to DOL.....	5/31/05
Public comments and revisions of Local Plan, if any, due.....	6/10/05
Local Plans Approved.....	6/30/05
WIA Program Year 05 Begins.....	7/01/05

## Assistance

If you have questions, or would like assistance, please contact:

Dianne Reynolds      (608) 266-0988

The Local Program Liaison assigned to your WDA:

Amy Bradley	(608) 266-3762
Theresa Loerke	(608) 264-8179
Karen Pfeil	(608) 266-9663
Ed Saenz	(608) 266-1150

## I. Workforce Development Area Needs, Labor Market Analysis, and Assessment of Workforce Investment Activities and Assets

The WDB analysis in this section sets the stage for mapping out strategies to achieve your vision over the next two years. Start by assessing where you are today. Keep in mind the statewide labor market trends that were identified in Attachment A: a continued shortage of young people available to enter the workforce; accelerated retirements; increased employment in most industries; a transition from a manufacturing to technology-based economy; a decline in clerical and administrative opportunities; and high demand in health care and computer technology fields. Remember, all partners, new and old, need to be a part of the development of this section as well as the entire plan.

A. WDA Workforce Investment Needs	118(b)(1)(A)
1. Describe the local workforce investment needs as they relate to:	§661.350(a)(1)
a. Employers/Businesses	
b. Job Seekers	
c. Incumbent Workers (Incumbent workers include permanent workers who have been employed in the same firm for a number of years; low skill/low wage workers in entry level jobs; and contingent workers who are employed part-time, on a temporary basis or are self-employed.)	
d. Youth	
B. Labor Market Information	§661.350(a)(2)
1. Identify the current and projected occupational/employment opportunities in your WDA.	118(b)(1)(B)
2. Describe the job skills necessary to obtain the current and projected employment opportunities.	118(b)(1)(C)
3. Identification of high demand/high wage jobs and industry clusters, as well as the related skill needs and an assessment of current activities to address those needs in your local area.	
C. Assessment of Current Workforce Investment Activities and in the WDA	118(b)(4),(6)
1. Provide a description and assessment of the type and availability of all workforce investment activities available to adults and dislocated workers/displaced homemakers in the WDA.	
2. Provide a description and assessment of the type and availability of all workforce investment activities available to youth in the WDA.	§661.350(a)(7)
3. Provide a description and assessment of the type and availability of services available to employers in the WDA.	

## II. Workforce Development Area Vision and Goals

The WDA's vision and goals are to be broad, system-wide strategic goals that apply to the needs of the workforce investment system as a whole. Development of the WDA's vision and goals, as well as the strategies the WDB will use to achieve the vision and goals will be included in the comprehensive WDA Plan due in fall 2005.



### III. Workforce Development Board

The WDB is the pivotal entity in each WDA to lead the development, coordination and monitoring of a strategic plan that ensures a demand-driven service delivery system with a broader range of partners. WIA partners and stakeholders will have varying roles in these activities and relationships with the WDB. Collaboration with all partners and stakeholders is essential to coordination and enhancement of the entire workforce investment system.

#### A. Plan Input and Review Process

118(b)(7)

WIA requires a number of coordination and consultation steps as part of the WDB's development of a Local Plan that includes the design and enhancement of the workforce development area's One-Stop delivery system.

1. Describe how the WDB consulted with and provided an opportunity for public comment throughout the WDA on and provide input into the development of the Local Plan, with at least 30 days for comment, with the following key players:
  - a. Local Elected Officials and the Chief Local Elected Official in his/her partnership/approval role
  - b. Representatives of Business
  - c. Representatives of Labor
  - d. One-Stop Mandatory Partners
  - e. Economic Development Entities
  - f. Other Partners and Stakeholders
2. Submit any comments that express disagreement with the Local Plan, and the WDB's response to those comments.

§661.345(b)  
118(c)  
§661.350(a)(8)

§661.345(c)  
118(c)(3)

#### B. WDB Functions

WIA identifies a number of functions that are geared toward the overall success of the workforce investment system. These functions are to be carried out by the WDB. These functions include:

117(d)

- Development and submission of the Local Plan.
- Assuring coordination of workforce investment activities with economic development strategies and development of other employer linkages.
- Promoting the participation of private sector employers in the local and statewide workforce investment system and ensuring effective provision, through the system, of connecting, brokering, and coaching activities, which assist employers in meeting hiring needs.
- Selection of One-Stop operators and service providers.
- Development of a budget to carry out these functions and direct the disbursement of WIA Title I-B funds.
- Monitoring the One-Stop delivery system and WIA Title I-B programs.
- Negotiating local performance measures with the Chief Local Elected Official and the Governor.
- Assisting in developing the statewide employment statistics system.
- Monitoring access to ensure everyone has access to the One-Stop system and core employment-related services (universal access).

<ol style="list-style-type: none"> <li>1. Describe any roles and responsibilities as agreed to with the Chief Local Elected Official that may differ or be in addition to those listed above.</li> <li>2. Identify the fiscal agent or entity responsible for the disbursement of grant funds.</li> <li>3. Identify any WIA statutory or regulatory requirements the WDB would like the State to include as part of a waiver plan to the Department of Labor.</li> </ol>	118(b)(8) §661.350(a)(9) §661.420
<p>C. WDB Composition</p>	117(b)(2)
<p>WDBs were recertified by the Governor in 2004 in accordance with WIA law. These recertifications are effective through 12/31/2005. If no changes have been made to your WDB's composition since your WDB was recertified in 2004, please include the descriptions and charts used for the recertification process in reference to #1, 2, and 4 below. If changes have been made, include updated charts and descriptions. For those WDBs that do not have a DWD-certified Board, this process must be completed as part of this plan. WIA plans will not be approved unless this is complete.</p>	117(c)(2) & (3)
<ol style="list-style-type: none"> <li>1. Describe the nomination and selection process used to appoint local business representatives to the WDB.</li> <li>2. Provide a complete updated WDB membership list by completing the WDB Membership Form (Form A).</li> <li>3. Attach a diagram, description of roles and responsibilities, and regular meeting schedule of the WDB subcommittee structure.</li> <li>4. Describe the process the WDB will use to notify the chief local elected official of any vacancies and to fill those vacancies with appropriate representatives.</li> </ol>	
<p>D. Youth Council</p>	
<p>The Youth Council is a mandatory subgroup of the WDB appointed by the WDB in cooperation with the chief local elected official. Some members of the WDB will serve on the Youth Council in addition to other individuals who have expertise or special interest in youth policy and services. Members of the Youth Council who are not appointed members of the WDB are to be voting members of the Youth Council.</p>	117(h)
<ol style="list-style-type: none"> <li>1. Describe the role and responsibilities of the Youth Council. (From purely advisory to the WDB to overall delegation but with ultimate authority still retained at the WDB level).</li> <li>2. Identify circumstances which constitute a conflict of interest for Youth Council members and describe how codes of conduct and conflict of interest issues related to Youth Council members will be addressed.</li> <li>3. Complete the Youth Council Membership Chart (Form B). This chart requests a list of members of the Youth Council, their titles and the organizations they represent, as well as a description of the solicitation and selection processes used to garner nominees from required membership categories.</li> <li>4. Describe the Youth Council's recent activities, frequency of meetings, and level of involvement in WDB activities. Include a schedule of meetings. If the Youth Council has not been active, include your plans for reactivating.</li> </ol>	

#### E. WDB Support and Administration

Section 117(d)(3)(B)(ii) authorizes the WDB to employ staff. The WDB may be supported by WIA Title I and other programs operated by the WDB and locally reached agreements with other partners, subject to program cost limits and policy direction.

1. Provide a complete description of the WDB's support and administrative procedures. Include in your description the number and type of staff that are both directly funded by the WDB and those that provide in-kind support from local partner and related organizations.
2. Include an organizational chart of WDB staff, administration and support.
3. Describe the distribution of administrative funds subject to the 10% limit, as allocated to:
  - a. WDB support
  - b. One-Stop Operator
  - c. Core/Intensive Services
  - d. Training
  - e. Other

#### IV. One-Stop Delivery System Including One Stop Operators and Memorandums of Understanding

WIA assigns local responsibility to the WDB, in collaboration with the Chief Local Elected Official (CLEO), to ensure the creation and maintenance of a One-Stop system in the WDA.

§662.100(a)

As required in Section 118 of WIA law, local plans must include a description of the One-Stop delivery system in the local area and a copy of each Memorandum of Understanding. DWD will establish guidelines for including these into the WDA Plan due in fall 2005.

118(2)

#### V. Demand-driven Workforce Investment System

The transition to a demand-driven workforce system is supported by both DOL and by the Governor through the *Grow Wisconsin initiative*, which focuses on strategies to create good paying jobs and a robust economy. A demand-driven workforce system is market driven, responsive to local economic development needs, contributes to the economic well-being of the community, and promotes workforce quality. The public workforce investment system must focus its efforts on enhancing relationships with quality employers (family-supporting wages, health benefits, 401ks, promotion from within policies, career ladders, employer-sponsored training, tuition reimbursement programs, etc.) in order to connect job seekers to better jobs.

Development of a demand-driven strategic plan requires using economic information and analysis to drive strategic investments, identify strategic partners, and design effective service delivery systems. Some of the important elements of a demand-driven workforce system include: economic analysis; workforce strategies that target high growth, high demand industries and occupations; strategic

partnerships with the public workforce system, business and industry, and education and training providers; a solutions-based approach to service delivery (instead of menu-based approach) that effectively leverages workforce investment resources; availability of a full array of assets through the One-Stop system to support individuals and business needs; and demand-driven career guidance.

- A. Describe what system or process, if any, your WDB has in place to work with businesses and find out what their needs are.
- B. Describe the partnerships with regional business associations that the WDB has developed, such as Chambers of Commerce, local economic development organizations, and others.
- C. Describe what industries your WDB has focused on. Include your methodology of choosing these industries, and any service strategies that you have undertaken related to training.
- D. Indicate how case managers, front-line staff, and other employees are kept informed of in-demand occupations.
- E. Describe how the WDB will use growing industry information in planning the future of your workforce delivery model.
- F. Describe any other new or innovative strategies that your WDB has undertaken or partnered in to better respond to evolving labor market needs and become demand-driven.
- G. Describe what system or process your WDB has in place or will undertake to prioritize efforts to work with quality employers.

## VI. WIA Title I Program Services

### A. Title I Adult and Dislocated Worker/Displaced Homemaker Service Strategy

#### 1. Adult Funding Priorities

- a. WIA allows WDBs the flexibility to prioritize the use of Title I funds. Describe the process that the WDB will use to direct its One-Stop Operator(s) (OSO) to give priority to low-income individuals and recipients of public assistance if funds become too limited to serve all interested participants.
- b. The U. S. Department of Labor issued instructions on September 16, 2003 relating to implementation of the Jobs for Veterans Act. This guidance, issued in Training and Employment Guidance Letter (TEGL) 5-03, requires priority of service to Veterans (and some spouses) for all DOL training programs. Describe the process that the WDB will use to direct its OSO(s) to give priority to veterans and veterans' spouses as required in TEGL 5-03 and DWD Policy Update 04-03 if funds become too limited to serve all interested participants.

134(d)(4)(E)  
§663.600  
§661.350(a)(11)

TEGL 5-03  
DWD Policy  
Update 04-03  
Jobs for  
Veterans Act,  
107-288

#### 2. Mix of Services with Title I Funding

WIA establishes that Title I funds can be used to provide core, intensive, and training services. The WDB has the authority and flexibility to decide the percentage of funds that goes to each level of service. Describe the WDB's plan for the allocation of funds between service categories for both adults and dislocated workers. Show the percentages for core, intensive, and training allocations for the Adult and Dislocated Worker programs.

<p>3. Displaced Homemakers WIA expands the definition of dislocated workers to automatically include displaced homemakers.</p> <p>a. Describe coordination with any displaced homemaker programs administered by the Wisconsin Technical College System Board.</p> <p>b. Describe how services to displaced homemakers will be integrated into the dislocated worker program.</p> <p>4. a. Describe how the WDB will serve each of these significant segments of the population – dislocated workers, including displaced homemakers, low-income individuals (including recipients of public assistance), individuals training for nontraditional employment, and individuals with multiple barriers (including older workers and individuals with disabilities).</p> <p>b. Address what service strategies (e.g., infrastructure relationships with Benefits Planners, service delivery with Disability Navigators, etc.) will improve meeting needs for customers with disabilities.</p> <p>5. DWD's research shows that WIA in Wisconsin serves a much larger proportion of women than men, yet women consistently earn less than men after exiting WIA in all WDAs. Identify any service strategies that the WDB is undertaking or is planning to undertake to treat women as a targeted population and focus more effort on assisting women to obtain higher paying and equitable jobs.</p> <p>6. Describe WDB policies and procedures to support UI Profiling activities.</p> <p>7. Describe the methods that have been developed to respond expeditiously to plant closings and layoffs. These methods are to address coordination with statewide rapid response activities as well as when statewide rapid response staff are not involved.</p>	<p>Sec.101(10) §663.120</p> <p>112(b)(17)(A)(iv)</p> <p>§661.350(a)(6) 118(b)(5)</p>
<p>B. Title I Core Services</p> <p>Sec. 134(d)(2) of WIA Title I lists the following core services as allowable under the Act:</p> <ul style="list-style-type: none"> <li>• Eligibility determination</li> <li>• Outreach and intake</li> <li>• Initial assessment of skill levels, aptitudes, abilities, and supportive service needs</li> <li>• Job search and placement assistance</li> <li>• Access to Labor Market Information</li> <li>• Information on program providers</li> <li>• Information on One-Stop system performance</li> <li>• Information on available supportive services</li> <li>• Follow-up services</li> <li>• Information on filing unemployment compensation claims</li> <li>• Assisting in establishing eligibility for employment and training programs not funded under WIA</li> </ul> <p>1. Describe core services that will be provided in addition to those above.</p> <p>2. Describe the WDB's design for Title I core services and how they fit with Wagner-Peyser Labor Exchange Services. (The Regulations ask for a description that shows these two sources of funds are not duplicative.)</p>	<p>§663.150</p>

3. Describe the WDB's policy for supportive services, and provide a copy of the policy as an attachment. (WIA defines supportive services to mean such things as transportation, child care, dependent care, housing, and needs-related payments, that are necessary to enable an individual to participate in activities authorized under Title I.)	134(e)
<p>C. Intensive Services</p> <p>Intensive services are services intended to identify obstacles to employment through a comprehensive assessment or individual employment plan in order to determine specific services needed.</p> <p>Sec. 134(d)(3) of WIA Title I lists the following intensive as allowable under the Act:</p> <ul style="list-style-type: none"> <li>• Comprehensive and specialized assessments</li> <li>• Development of an individual employment plan</li> <li>• Group and individual counseling</li> <li>• Career planning</li> <li>• Case management</li> <li>• Pre-vocational services</li> </ul>	<p>§663.200</p> <p>134(d)(3)</p> <p>§663.200</p>
1. Describe any intensive services that will be provided in addition to those identified above.	§663.200(a)
2. Provide the WDB's definition of "self-sufficiency." (Self-sufficiency is a local assessment using LMI and other regional area issues.)	§663.230
3. Describe how these services will be coordinated across programs/partners in the One-Stop Centers, including Vocational Rehabilitation, W-2 and Adult Education. Coordination of these areas is important to improving services to customers as well as reducing redundancy and increasing efficiencies.	
<p>D. Training Services</p> <p>WIA Training Services should equip individuals to enter the workforce, with priority on demand industries and occupations, and to retain employment with family-supporting wages.</p>	134(d)(4)
1. Of the amount the WDB has allocated for training, identify the percentage of training funds earmarked for Individual Training Accounts (ITA), On-the-Job Training (OJT), and customized training.	
2. Describe the WDB's policy for its ITA system including limits on duration and amount.	§663.420(c)
3. Describe the WDB's intent to use exceptions (contracts) instead of or in conjunction with the ITA system. Address the following issues as applicable.	<p>§661.350(a)(10)</p> <p>§663.535</p> <p>§663.430(a)(2)</p>
<p>a. Describe the WDB's policies for OJT and Customized Training opportunities including the length and amount.</p> <p>b. If a determination was made that there is an insufficient number of eligible providers, describe how this determination was made and the process to be used in selecting providers under a contract for services.</p> <p>c. If the WDB intends to serve special participant populations that face multiple barriers to employment, describe the criteria to be used to determine the demonstrated effectiveness of community-based</p>	<p>§663.430(a)(2)</p>

<p>organizations or other private organizations that serve these populations.</p> <p>4. Describe the Local Board policies for the following and provide copies as an attachment:</p> <p>a. WDBs are given flexibility to decide the documentation they wish to use to justify a participant's "need for training." Describe the documentation required to demonstrate a "need for training."</p> <p>b. Needs Related Payments</p>	<p>§663.310(b)</p> <p>§663.815 134(e)(3)</p>
<p>E. Youth Program</p> <p>The U.S. Employment and Training Association, in collaboration with the U.S. Departments of Education, Health and Human Services, and Justice has developed a new strategic vision to more effectively serve out-of-school youth and those at risk of dropping out. These youth are an important part of the new workforce supply needed by businesses to fill vacancies in a knowledge-based economy.</p> <p>WIA programs and services should serve as a catalyst to connect these youth, as well as other high risk youth (youth in or aging out of foster care, youth offenders, children of incarcerated parents, homeless youth, and migrant and seasonal farmworker youth), with quality secondary and post-secondary educational opportunities and high-growth and other employment opportunities. WIA expects a comprehensive strategy of services to youth that includes multiple partners and strong connections to and integration into the Job Center System.</p>	<p>§663.815</p>
<p>1. Describe the framework for the local youth program, including:</p> <p>a. How it will be integrated into the one-stop system.</p> <p>b. How this design will coordinate with other youth programs such as foster care, education, school-to-work, youth apprenticeship programs, Temporary Assistance for Needy Families youth programs and other relevant youth resources.</p> <p>c. How this design will ensure coordination between other WIA Title I youth programs such as Job Corps, and others in the local area.</p> <p>d. How this framework will ensure that youth who are not eligible for WIA have access to youth services within the Job Center system.</p> <p>2. Describe how the WDA will, in general, provide the youth program elements within the youth program design. In particular, discuss the following:</p> <ul style="list-style-type: none"> <li>• Preparation for post-secondary educational opportunities</li> <li>• Strong linkages between academic and occupational learning</li> <li>• Preparation for unsubsidized employment opportunities</li> <li>• Effective linkages with intermediaries with strong employer connections</li> <li>• Alternative secondary school services</li> <li>• Summer employment opportunities</li> <li>• Paid and unpaid work experiences</li> <li>• Occupation skill training</li> </ul>	<p>§664.400(b)</p> <p>§664.400(b) §664.410</p>

<ul style="list-style-type: none"> <li>• Leadership development opportunities</li> <li>• Comprehensive guidance and counseling</li> <li>• Supportive services</li> <li>• Follow-up services</li> </ul> <p>3. Youth Definitions</p> <p>a. Provide your local definition of the sixth youth eligibility criterion – "An individual who requires additional assistance to complete an educational program, or to secure and hold employment." The locally developed eligibility criterion must be specific, measurable, and different than the five federally specified barriers/criteria (basic literacy skills deficient; school dropout; homeless, runaway or foster child; pregnant or parenting; offender)</p> <p>b. Provide your local definition of "deficient in basic literacy skills" criterion.</p> <p>4. The proposed WIA reauthorization law is placing an increased focus on serving out-of-school youth rather than in-school youth. Describe the process you will use to target services toward out-of-school youth.</p> <p>5. Describe how the WDB will target and serve youth most in need of services such as youth aging out of foster care, youth offenders, and others as listed above.</p> <p>6. Describe the criteria and process to be used in awarding grants for youth activities, including criteria to identify effective and ineffective youth activities and providers.</p>	<p>101(13)(C)(vi) §664.210</p> <p>101(13)(C)(i) §664.205 129(c)(4)(A)</p> <p>§661.350(a)(7)</p>
<p>F. New Service Delivery Strategies for WDAs Failing Performance Measures</p> <p>As required by WIA, WDBs that have failed the same performance measure for more than one year must highlight any new or innovative service delivery strategies the WDB has engaged in or is planning to implement to maximize resources, increase service levels, improve service quality, achieve better integration, improve performance levels, or meet other goals. Include in your description the initiative's general design, anticipated outcomes, partners involved, and funds leveraged.</p> <p>E. Strategies for Faith-based and Community Organizations</p> <p>1. Describe those activities to be undertaken to increase the opportunities for participation of faith-based and community organizations as committed and active partners in the One-Stop delivery system.</p> <p>2. Describe those activities to be undertaken to expand the access of faith-based and community organizations' clients and customers to the services offered by the One-Stops in the State.</p>	

## VII. Service Providers and Oversight

<p>A. Selection of Service Providers</p> <p>1. Describe the process the WDB will use to select service providers for the following types of services:</p> <ul style="list-style-type: none"> <li>a. Core services</li> <li>b. Intensive services</li> <li>c. Youth services</li> </ul>	
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2. Describe how and where the services will be provided and who will provide them for the following types of services:
  - a. Core services
  - b. Intensive services
  - c. Youth services
3. Provide an organizational chart showing staff and administration of all service providers for the following types of services:
  - a. Core services
  - b. Intensive services
  - c. Youth services
- B. Oversight and Training of Service Providers
  1. Describe the monitoring and oversight procedures the WDB uses.
  2. Describe how staff providing services are trained in use of the ASSET system and the WIA program.
  3. Describe local processes for monitoring and ensuring timely and comprehensive entry of participant information into the ASSET system.
  4. Describe any local data systems in use to record and track participants.

### VIII. Performance and Accountability

Increased performance accountability is a central feature of WIA and remains a strategic priority for the DOL. DOL has developed a set of performance measures for federally funded employment and training programs. These measures are intended to help describe the core purposes of the workforce system: how many people found jobs; how many stayed employed; and earnings increase.

It is DOL's intent to begin data collection in support of these performance measures to the extent feasible effective July 1, 2005, for Program Year 2005. DOL will be publishing proposed reporting and recordkeeping requirements for the measures in a future *Federal Register* Notice.

WIA requires the negotiation of core performance indicators for WIA Title I services for adults, dislocated workers, youth aged 19 - 21 and youth aged 14 - 18. DWD will negotiate local performance levels with each WDB and state levels with the DOL. The negotiations between DWD and DOL will impact local performance levels. Resources to assist in determining local performance levels are available on the DWD/WIA website.

 Performance Resources

- A. If the WDB has developed performance standards, in addition to those required by WIA, what criteria were used to develop these local area performance standards? Describe how these standards will be evaluated and corrective actions that will be taken if the performance falls short of expectations.
- B. Describe the local area continuous improvement activities and how performance data will contribute to this process.
- C. Based on DWD's research, post-exit employment data from Program Years 2001-2003 shows that WIA Title 1 participants are successful in obtaining employment, but are not as successful in retaining employment. Some WDAs show a 30-50% drop in employed participants from the third to fifth quarter after exit. This phenomenon impacts nearly all performance measures, but is

§666  
§661.350(a)(4)

particularly detrimental to the Adult 6 Months Earnings Change measure. As a result, retention strategies are a key performance theme.

Provide a detailed description on how you are focusing your follow-up services to emphasize retention strategies, or how you have changed or plan to change your program services that are provided during program participation to ensure retention success before participants exit the program and become harder to reach.

## IX. Assurances and Signatures

1. The WDB, including the chief elected official of the area and providers receiving funds under Title I of the Workforce Investment Act, will comply with the Fiscal Controls established in Section 184 of WIA.
2. The WDB and chief elected official assure that they will comply with the nondiscrimination provisions of WIA section 188, including an assurance that a Methods of Administration has been developed and implemented.
3. The WDB assures that it will collect and maintain data necessary to show compliance with the nondiscrimination provisions of WIA section 188.
4. The WDB assures that veterans will be afforded employment and training activities authorized in section 134 of WIA.
5. The WDB assures that all WIA participants will be exposed to full range of career choices including orienting and exposing women to training and jobs with family-supporting wages that traditionally women have not held.
6. The WDB assures that no funds received under WIA will be used to assist, promote, or deter union organizing.
7. The WDB assures that it will comply with section 504 of the Rehabilitation Act of 1973 and the American's with Disabilities Act of 1990.
8. The WDB assures that it developed this plan in consultation with the business community, labor organizations, and required partners.
9. The WDB assures that funds will be spent in accordance with WIA legislation, regulations, written DOL Guidance, and all other applicable federal and state laws.

NOTE: Signatures are also required on the Certifications in the Forms c and d.

This plan has been developed for the \_\_\_\_\_ Workforce Development Area in accordance with the terms of the Workforce Investment Act.

### Approved for the Workforce Development Board

#### Workforce Development Board Chair

Name (type or print): \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

**Approved for the Counties of the Workforce Development Area**

**Chief Local Elected Official**

Name (type or print): \_\_\_\_\_

Title: \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

**Local Elected Officials (Optional):**

Name (type or print): \_\_\_\_\_

Title: \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

Name (type or print): \_\_\_\_\_

Title: \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

etc. for the number of counties in the area.

**WDB MEMBERSHIP FORM**

(Use additional sheets if necessary)

WDA # \_\_\_\_\_

Contact Person \_\_\_\_\_

Required Membership \_\_\_\_\_

Date Changed \_\_\_\_\_

Member Name & Title (number each entry)	Business or Organization's Name and Address	Sector (Public or Private)	Organization nominated by (where required)	Term Starts on (M/DD/YY)	Term Ends on (M/DD/YY)	Sex (M/F)	Minority (Y/N)	NAICS Code *	Firm Size (Large/ Small)

\*Enter the appropriate NAICS Code that can be found on the U.S. Census Bureau website at <http://www.census.gov/epcd/naics02/naicod02.htm>

**YOUTH COUNCIL MEMBERSHIP FORM**

(Use additional sheets if necessary)

WDA # \_\_\_\_\_

Contact Person \_\_\_\_\_

Date Changed \_\_\_\_\_

Category *	Member Name, Address, Phone Number, and e-mail Address	Organization	Nomination Process**	Selection Process**

\* Youth Council Category – Insert the number that corresponds to the appropriate category: 1 – Youth Services Agencies, including Juvenile Justice and Law Enforcement Agencies; 2 – Local Public Housing Authorities; 3 – Parents of Eligible Youth; 4 – Former Participants; 5 – Job Corps; 6 – WDB Members; 7 – Other Individuals

\*\* Not required for WDB Members

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**Certification Regarding  
Debarment, Suspension, Ineligibility and Voluntary Exclusion  
Lower Tier Covered Transactions**

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This certification is required by the regulations implementing Executive Order 12549, Debarment and Suspension, 29 CFR Part 98, Section 98.510, Participants' responsibilities. The regulations were published as Part VII of the May 26, 1988 Federal Register (pages 19160-19211).

**BEFORE COMPLETING CERTIFICATION, READ ATTACHED INSTRUCTIONS WHICH ARE  
AN INTEGRAL PART OF THE CERTIFICATION**

- (1) The prospective recipient of Federal assistance funds certifies, by submission of this proposal, that neither it nor its principals are presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from participation in this transaction by any Federal department or agency.
- (2) Where the prospective recipient of Federal assistance funds is unable to certify to any of the statements in this certification, such prospective participant shall attach an explanation to this proposal.

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Name and Title of Authorized Representative

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Signature

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Date

### Instructions for Certification

1. By signing and submitting this proposal, the prospective recipient of Federal assistance funds is providing the certification as set out below.
2. The certification in this clause is a material representation of fact upon which reliance was placed when this transaction was entered into. If it is later determined that the prospective recipient of Federal assistance funds knowingly rendered an erroneous certification, in addition to other remedies available to the Federal Government, the Department of Labor (DOL) may pursue available remedies, including suspension and/or debarment.
3. The prospective recipient of Federal assistance funds shall provide immediate written notice to the person to whom this proposal is submitted if at any time the prospective recipient of Federal assistance funds learns that its certification was erroneous when submitted or has become erroneous by reason of changed circumstances.
4. The terms "covered transaction," "debarred," "suspended," "ineligible," "lower tier covered transaction," "participant," "person," "primary covered transaction," "principal," "proposal," and "voluntarily excluded," as used in this clause, have the meaning set out in the Definitions and Coverage sections of rules implementing Executive Order 12549. You may contact the person to whom this proposal is submitted for assistance in obtaining a copy of those regulations.
5. The prospective recipient of Federal assistance funds agrees by submitting this proposal that, should the proposed covered transaction be entered into, it shall not knowingly enter into any lower tier covered transaction with a person who is debarred, suspended, declared ineligible, or voluntarily excluded from participation in this covered transaction, unless authorized by the DOL.
6. The prospective recipient of Federal assistance funds further agrees by submitting this proposal that it will include the clause titled "Certification Regarding Debarment, Suspension, Ineligibility and Voluntary Exclusion - Lower Tier Covered Transactions," without modification, in all lower tier covered transactions and in all solicitations for lower tier covered transactions.
7. A participant in a covered transaction may rely upon a certification of a prospective participant in a lower tier covered transaction that it is not debarred, suspended, ineligible, or voluntarily excluded from the covered transaction, unless it knows that the certification is erroneous. A participant may decide the method and frequency by which it determines the eligibility of its principals. Each participant may but is not required to check the List of Parties Excluded from Procurement or Nonprocurement Programs.
8. Nothing contained in the foregoing shall be construed to require establishment of a system of records in order to render in good faith the certification required by this clause. The knowledge and information of a participant is not required to exceed that which is normally possessed by a prudent person in the ordinary course of business dealings.
9. Except for transactions authorized under paragraph 5 of these instructions, if a participant in a covered transaction knowingly enters into a lower tier covered transaction with a person who is suspended, debarred, ineligible or voluntarily excluded from participation in this transaction, in addition to other remedies available to the Federal Government, the DOL may pursue available remedies, including suspension and/or debarment.

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**CERTIFICATION REGARDING LOBBYING**
**CERTIFICATION FOR CONTRACTS, GRANTS, LOANS AND COOPERATIVE AGREEMENTS**


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The undersigned certifies, to the best of his or her knowledge and belief, that:

(1) No Federal appropriated funds have been paid or will be paid by or on behalf of the undersigned, to any person for influencing or attempting to influence an officer or employee of an agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement.

(2) If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, the undersigned shall complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions.

(3) The undersigned shall require that the language of this certification be included in the award documents for all\* subawards at all tiers (including subcontracts, subgrants and contracts under grants, loans, and cooperative agreements) and that all\* subrecipients shall certify and disclose accordingly.

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

	WIA Title I-B
Grantee/Contractor Organization	Program/Title

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Name of Certifying Official	Signature	Date
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\*Note: In these instances, "All," in the Final Rule is expected to be clarified to show that it applies to covered contract/grant transactions over \$100,000 (per OMB).



## **Attachment A**

Wisconsin has the second highest percentage of manufacturing jobs per its total job market in the United States. Within manufacturing, Wisconsin has extraordinary strength in wood and lumber products, fabricated metals, machinery, electrical equipment & appliances, computer & electronic products, transportation equipment, food products, paper manufacturing, printing, and plastics & rubber products. It has a very strong and growing health services industry. It has a very strong post-secondary education industry – both private and publicly owned. It has a vibrant and growing leisure and hospitality industry.

### **Growth and Decline**

Growth Industries in the next decade:

- Health care is growing and will continue to grow in the short term and in the long term.
- Retail and wholesale trade are growing and will continue to grow in the short term and in the long term.
- Professional and business services are growing and will continue to grow in the short term and in the long term.
- Construction is growing and will continue to grow in the short term and in the long term.
- Leisure and hospitality is growing and will continue to grow in the short term and in the long term.

Declining industries in the next decade:

- Manufacturing has gone through a devastating job loss since 2000. In the short term it is growing in recovery. It is not expected to be a long term growth industry for the state.
- Government employment is declining in Wisconsin and will likely continue to do so in the short term.

Growth occupations in the next decade:

- Of the thirty occupations expected to grow over the next ten years, fifteen are health care occupations and nine are computer technology occupations. These occupations are growing in the short term and they are expected to continue growing in the long term.

Declining occupations in the next decade:

- The occupations declining in employment over the short term and the long term include many clerical and administrative support occupations, many machine operators and production occupations – such as assemblers.

### **Demand for Skilled workers and Jobs**

Health care as an industry and nurses, and medical assistants and therapists as occupations have immediate demand for skilled workers. It is estimated that there might currently be a demand for as many as 7,500 to 8,500 workers per year, replacement and growth. That figure is likely to grow somewhat in the long term.

Computer technology occupations are projected to see a high demand over the next several years. The industries these occupations are found in are many and diverse, including financial activities, information and professional and business services. Although the burst in the high tech industry has many computer technology workers unable to find immediate employment, in the long term it is expected to furnish as many as 5,500 to 7,500 jobs annually.

## **Attachment A**

### **Jobs/Occupations critical to the State's economy**

Wisconsin's economy is in transition from a traditional manufacturing economy with a large number of production occupations to a much more diverse economy relying on much more technical occupations. This is occurring in manufacturing, in health care, in professional and business services, etc. So certainly health care technicians and technologists, computer technology professionals, industrial technology workers, truck drivers, customer service representatives, first/line supervisors in administrative services, production, retail trade and health care are among the most critical positions in the State's economy.

Computer skills, customer service skills (interpersonal interaction and communications skills), computer aided production machinery operational skills, health care delivery skills (nursing, health care technology skills), math and problem solving skills, managerial and team leadership skills, are among the most critical skills needed in the state's available, critical and projected jobs.

### **Labor Pool Demographics**

Wisconsin's present and projected workforce is characterized by a more than normally large baby boom cohort. Wisconsin, being a predominantly white non Hispanic population had a very large baby boom and subsequently has a very large cohort of 41 to 59 year old persons. The state also has not been a magnet state for new arrivals of immigrant populations and thus has not experienced large numbers of young replacement workers. Additionally, the large and particularly vibrant metropolitan areas like Minneapolis/St. Paul, MN and Chicago, IL have drawn a particularly large population of recent Wisconsin college graduates. This has given Wisconsin early glimpses of worker shortages that are very likely to be exaggerated in the relatively near future.

### **Migration Patterns impacting the labor pool**

Wisconsin has experienced some very different in-migration/out-migration influences and trends. In-migration for Wisconsin has always included a fairly large contingent of migrant workers who have historically labored in Wisconsin's agricultural and food packaging industries. Many of the migrant workers have been attracted to other Wisconsin industries in recent years leaving voids in the agricultural and food packaging industries.

In recent years, Wisconsin has experienced considerable in-migration of residents into Wisconsin counties directly adjacent to the Twin Cities and Chicago markets. However, these new in-migration residents have jobs in the Twin Cities and Chicago markets. Rather than alleviate worker shortages, these new arrivals actually increase the need for service workers in the communities in which they now reside. They also create housing shortages and escalating housing costs for workers in the communities they are moving into.

Out-migrations are occurring among Wisconsin's young, but particularly its young highly educated populations. Many of Wisconsin's young recently highly educated population are migrating to large dynamic metropolitan areas in the Midwest and other places in the country. These young people are very often attracted by the new industrial compositions of those communities.

### **Projected Skill Gaps**

Certainly at the top of the list of current and projected gaps are skills needed in health care. This includes nursing skills, health care diagnostics skills, technologists and technicians, and therapists. These skills are in demand today and the demand will only intensify over the next decade.

## **Attachment A**

Computer technology skills for numerous applications are in demand today, but the technology bubble burst has taken these requisite skills off the immediate radar screen. The need and demand for these skills will return very shortly as the economy begins to recover.

Craft skills, particularly in building trades will be in great demand over the next decade, as that industry faces increasing demand and certain large scale retirements creating an additional demand.

### **Workforce development issues**

The most important workforce development issue identified by the State is better utilization of previously under-utilized workers. This includes minority workers, workers with disabilities, older workers, females, and others. Often this means addressing barriers faced by these population groups, transportation, childcare, as well as education and training.

The connection of workforce development to economic development has also been identified as a major issue in the state's economic success. Economic development, that recognizes the hidden workforce and partners and collaborates with the workforce development community to make sure the economic development activities fully utilize the potential labor force.

The State has prioritized a number of industries as one strategy to address its future economic health. The Governor has put forth an economic development strategy entitled "Grow Wisconsin" which recognizes the need to develop training around several key industries in the State. That economic development plan has been integrated into the State's workforce development plans including the use of WIA funds. Targeted industries include: health care; construction and apprenticed craft occupations; manufacturing, with special emphasis on high end, high productivity, high wage firms; and biotech research and development firms. There is also emphasis on assisting the Milwaukee area to be a world-class urban center, as it has been throughout its history.